

Message Text

CONFIDENTIAL

PAGE 01 STATE 102697

71

ORIGIN IO-14

INFO OCT-01 EUR-25 NEA-10 ADP-00 OMB-01 ACDA-19 AID-20

ABF-01 TRSE-00 CIAE-00 DODE-00 PM-07 H-02 INR-10 L-03

NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SS-15 USIA-12 /155 R

DRAFTED BY IO/ UNP: JWKIMBALL: PJA

5/29/73 EXT 28114

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FM SECSTATE WASHDC

TO USMISSION USUN NEW YORK

AMEMBASSY LONDON

AMEMBASSY OTTAWA

INFO AMEMBASSY NICOSIA

AMEMBASSY ATHENS

AMEMBASSY ANKARA

USMISSION NATO

C O N F I D E N T I A L STATE 102697

E. O. 11652: GDS

TAGS: PFOR, MOPS, CY, UN, CA, UK

SUBJECT: UNFICYP

REF: (A) NICOSIA 221 (B) USUN 1951 (C) STATE 72453

(D) OTTAWA 1107 (E) STATE 57833

1. DEPT IS PERSUADED (NICOSIA 1221) THAT OUR END OBJECTIVE SHOULD BE OBSERVER FORCE, OF 500-1000 MAN SIZE, PREFERABLY (THOUGH UNLIKELY) TO BE FINANCED FROM REGULAR UN BUDGET, AND THAT SYG SHOULD FURNISH PLAN TO DECEMBER 1973 SC MEETING BY WHICH SUCH FORCE OR GROUP CAN BE ATTAINED.

2. WHILE WE HAD EARLIER HOPED (REF E) THAT UN PROPOSALS
CONFIDENTIAL

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PAGE 02 STATE 102697

COULD HAVE BEEN CONSIDERED BY GROUP I COUNTRIES PRIOR TO JUNE SC MEETING, WE HAVE FOR SOME TIME RECOGNIZED LIKELIHOOD THAT MORE FUNDAMENTAL RE- STUDY BY SYG WOULD TAKE MORE TIME THAN AVAILABLE BEFORE JUNE MEETING SO THAT WE EXPECT REAL CRUNCH TO COME IN DECEMBER. HOWEVER, WE BELIEVE JUNE SC MEETING MUST PROVIDE IMPETUES . SCFOR MOVEMENT IN RIGHT DIRECTION. WE WOULD PREFER SYG TO TAKE INITIATIVE AT JUNE SC MEETING, BUT WE PREPARED TO DO SO OURSELVES IF NECESSARY AND USEFUL. WHILE WE BELIEVED STUDY OF OPTIONS BY UN AND UNFICYP (PER PARA 5 REF C) WOULD LEAD EVENTUALLY TO APPROPRIATE CONCLUSION WITH MINIMUM US INVOLVEMENT, WE NOW CONCLUDE MORE DIRECT US EFFORT, WITH CLEAR OBJECTIVE OF MOVEMENT TOWARD 500-1000 UNFICYP, IS IN ORDER, (ALTHOUGH UN NEED NOT FOREGO OPTIONS APPROACH IN DRAFTING ITS STUDY.)

3. ALTHOUGH EARLIER US APPROACHES WERE PRIMARILY AN EFFORT TO ELIMINATE FINANCIAL DEFICIT, USG IS GROWING INCREASINGLY CONCERNED (AS CANADIANS HAD BEEN EARLIER) THAT EXISTENCE OF PRESENT UNFICYP IN CYPRUS PROVIDES DISINCENTIVE TO PARTIES TO ACHIEVE PROGRESS IN INTERCOMMUNAL TALKS. MOREOVER, AS POINTED OUT REF C, PRESENT UNFICYP STRUCTURE DOES NOT CONFORM TO UNFICYP' S OPERATIONAL REQUIREMENTS AND CLEARLY CANNOT BE SUSTAINED AT PRESENT LEVEL OF FINANCING. WE BELIEVE REDUCTIONS IN UNFICYP MANPOWER AND REALIGNMENT OF ITS OPERATING PROCEDURES CAN SAFELY BE CARRIED OUT WITHOUT DESTABLIZING PRESENT POLITICAL SITUATION IN CYPRUS AND WITHOUT NECESSARILY RE- WRITING MARCH 1964 UNSC MANDATE.

4. AS NICOSIA AND USUN POINT OUT, IT APPEARS SYG WILL ONLY ANNOUNCE SMALL REDUCTIONS IN HIS JUNE REPORT, AND WILL ASK DECEMBER MEETING OF UNSC FOR " POLITICAL DECISIONS" ON FUTURE STRUCTURE. OBVIOUSLY, THAT DECISION WILL ONLY BE FORTHCOMING IF THE SECRETARIAT IS INSTRUCTED TO DO THE NECESSARY SPADEWORK BETWEEN JUNE AND DECEMBER.

5. WE AGREE WITH NICOSIA THAT MOMENTUM MUST BE MAINTAINED BUT TIME IS TOO SHORT FOR APPROACH TO UK AND CANADA TO RESULT IN THOSE GOVERNMENTS ANNOUNCING FURTHER REDUCTIONS OF THEIR OWN CONTINGENTS BEFORE OR DURING JUNE SC MEETING. NEVERTHELESS, DEPT REQUESTS LONDON AND OTTAWA TO APPROACH

CONFIDENTIAL

PAGE 03 STATE 102697

HOST GOVERNMENTS AND USUN TO APPROACH UKUN, CAN UN AND SUBSEQUENTLY UNSYG AND OTHER GROUP I CONTRIBUTORS, TO EXPLAIN US THINKING, AND SEEK SPECIFICALLY THEIR AGREEMENT TO WEIGH IN WITH SYG SOONEST TO ENCOURAGE HIM TO ANNOUNCE TO JUNE SC MEETING THAT UN (AND UNFICYP) WILL STUDY WAYS TO RADICALLY REDUCE AND RESTRUCTURE UNFICYP AND WILL MAKE RECOMMENDATIONS TO SC IN DECEMBER TO THIS END.

6. PROBLEM WILL BE TO OVERCOME NEW- FOUND RELUCTANCE OF UK AND CANADIANS TO MOVE IN THIS DIRECTION. DEPT STILL UNCLEAR ABOUT POLICY REASONS WHICH MAY LIE BEHIND UK AND CANADIAN THINKING, THOUGH WE RECOGNIZE SPECIFIC CONCERNS SUCH AS FUTURE OF SBAS AND MAINTAINING INTEGRITY OF NATIONAL UNITS COMMITTED TO UNFICYP. WE ALSO RECOGNIZE SCANDINAVIANS MAY CLAIM FURTHER REDUCTIONS WOULD REQUIRE COMPLETE WITHDRAWAL THEIR UNITS. WE BELIEVE SYG STUDY AND RECOMMENDATIONS MUST TAKE THESE FACTORS INTO ACCOUNT BUT THAT PROBLEMS OF INDIVIDUAL CONTRIBUTORS SHOULD NOT PREVENT IN- DEPTH EXAMINATION.

7. (WE DO NOT, INCIDENTALLY, THINK IT EITHER NECESSARY OR DESIRABLE TO SPEAK ABOUT REDEFINITION OF FUNCTIONS OF UNFICYP. AS NOTED PARA 5 REF C, FORCE HAS FOR SOME TIME BEEN IN EFFECT AN OBSERVER FORCE, AND WE MAY INVOLVE OURSELVES, OUR FRIENDS AND UN IN UNNECESSARY SEMANTIC DEBATE IF WE LAY TOO MUCH STRESS ON " OBSERVER FORCE" AS DESCRIPTION OF THE FORCE. PERHAPS IT IS BETTER TO SPEAK OF IT AS " UNFICYP" PRESENTLY RPT PRESENTLY PERFORMING ITS MANDATE OF CONTRIBUTING TO MAINTENANCE OF LAW AND ORDER AND A RETURN TO NORMAL CONDITIONS BY ESSENTIALLY OBSERVATION AND LOCAL ARBITRATION FUNCTIONS, SO THAT RESTRUCTURING AND SCALING- DOWN OF PERSONNEL IS BASICALLY ONLY A PROBLEM OF RE- ORGANIZATION AND NEW OPERATING PROCEDURES TO PERFORM TRADITIONAL TASKS.)

8. YOU SHOULD ALSO INFORM UK AND CANADIANS THAT US IS PREPARED TO INCLUDE THESE SUGGESTIONS FOR FURTHER STUDY AND RECOMMENDATIONS BY UNSYG, AND THE RATIONALE THEREFOR, IN ITS STATEMENT TO JUNE SC AND TO SUPPORT PROVISION IN RESOLUTION AT THAT TIME CALLING FOR SYG'S STUDY AND
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 102697

RECOMMENDATIONS IN DECEMBER. WE ALSO PREPARED TO INDICATE THAT CONTINUATION OF CURRENT USG CONTRIBUTION TO UNFICYP WOULD BE DIFFICULT TO JUSTIFY IF NO ACTION TAKEN BY UN SOON TO BEGIN TO BRING UNFICYP ROLE AND STRUCTURE INTO HARMONY WITH PREVAILING POLITICAL AND FINANCIAL REALITIES.

9. FOREGOING APPEARS GENERALLY CONSISTENT WITH CANADIAN IDEAS REPORTED USUN 1976, JUST RECEIVED. ROGERS

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*** Current Handling Restrictions *** n/a

*** Current Classification *** CONFIDENTIAL

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts:
Control Number: n/a
Copy: SINGLE
Draft Date: 29 MAY 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: boyleja
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE102697
Document Source: CORE
Document Unique ID: 00
Drafter: JWKIMBALL: PJA
Enclosure: n/a
Executive Order: RR
Errors: n/a
Film Number: n/a
From: SECSTATE WASHDC
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730556/aaaajxtt.tel
Line Count: 165
Locator: TEXT ON-LINE
Office: ORIGIN IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 73 NICOSIA 221 (B) USUN 1951 (, 73 OTTAWA 1107 (E) STATE 57833
Review Action: RELEASED, APPROVED
Review Authority: boyleja
Review Comment: n/a
Review Content Flags:
Review Date: 08 AUG 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <08-Aug-2001 by boyleja>; APPROVED <19-Sep-2001 by boyleja>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> wfs 980310
Subject: UNFICYP
TAGS: MOPS, PFOR, CA, CY, UK, UN
To: ANKARA
ATHENS
LONDON
NATO
NICOSIA
OTTAWA
USUN NEW YORK

Type: TE

Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005